

Message Text

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ACTION ARA-14

INFO OCT-01 ISO-00 SS-15 ONY-00 /030 W
-----008672 031610Z /43 R
R 031415Z MAY 78
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 6822

C O N F I D E N T I A L SECTION 1 OF 6 PANAMA 3009

EO 11652: GDS
TAGS: OGEN
SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT
(GORM)PROCESS - PANAMA

REF: A. STATE 063477 B. STATE 083971

1. THIS MESSAGE TRANSMITS PART I OF THE MISSION'S
GORM SUBMISSIONS, INCLUDING FORMS ZBB-1, ZBB-2, ZBB-3
FOR DECISION PACKAGES I THROUGH IV AND NARRATIVE
STATEMENT ON NONPERSONNEL RESOURCES, PER INSTRUCTIONS
REF A. LEVELS OF PERSONNEL AUTHORIZATIONS REFLECTED
IN THIS SUBMISSION ARE AS TRANSMITTED REF B. THIS
MESSAGE, TOGETHER WITH THE SEPARATE MESSAGE TRANSMITTING
PART II OF THE GORM SUBMISSION, TOGETHER CONSTITUTE
THE POST'S RESPONSE TO THE REQUIREMENT OF REF A.

FORM ZBB-1

1. TOTAL U.S. PERSONNEL 50
2. TOTAL FSL 60
3. TOTAL PERSONNEL RESOURCES AT THE MISSION 110
 - A. PACKAGE I (LINE 3 X 90 PERCENT) EQUALS 99
 - B. PACKAGE II (LINE 3 X 5 PERCENT) EQUALS 6
 - C. PACKAGE III (LINE 3 X 5 PERCENT) EQUALS 5

3. FORM ZBB-2: PACKAGE WORKSHEET:
ZERO-BASE BUDGETING
FY-1980

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PERSONNEL RESOURCE WORKSHEET

	FY-1978							PACKAGE I						
(1)	(2)	(3)	(4)	(5)	(6)	(7)		(2)	(3)	(4)	(5)	(6)	(7)	
	AMER		AMER		AMER			AMER		AMER		AMER		
FUNCTION	OFF	STAFF	FSL	OFF	STAFF	FSL		OFF	STAFF	FSL	OFF	STAFF	FSL	
EXEC	2	2	2	2	2	2		2						

POL/LAB	6	2	0	5	2	0
ECON/CML	4	1	3	4	1	3
CONS	6	1	10	9	1	21
ADMIN##	13	1	32	10	0	26
OTHER###						
(REGIONAL)	7	2	2	7	2	2
TOTAL THIS						
PACKAGE	38	9	49	37	8	54
CUMULATIVE						
TOTAL	38	9	49	37	8	54

	PACKAGE II			PACKAGE III		
	(8)	(9)	(10)	(11)	(12)	(13)
FUNCTION	AMER	AMER	AMER	AMER	AMER	AMER
	OFF	STAFF	FSL	OFF	STAFF	FSL
EXEC	1	-	-	-	-	-
POL/LAB	-	-	-	1	-	-
ECON/CML	-	-	-	-	-	-
CONS	-	-	-	-	-	-
ADMIN##	1	1	3	2	-	3
OTHER###						
(REGIONAL)	-	-	-	-	-	-
TOTAL THIS						
PACKAGE	1	1	3	3	-	3
CUMULATIVE						
TOTAL	38	9	57	41	9	60

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	PACKAGE IV		
(1)	(14)	(15)	(16)
FUNCTION	AMER	AMER	AMER
	OFF	STAFF	FSL
EXEC	-	-	-
POL/LAB#	3	1	1
ECON/CML	1	-	-
CONS	-	-	-
ADMIN##	-	-	-
OTHER			
(REGIONAL)	-	-	-
TOTAL THIS			
PACKAGE	4	1	1
CUMULATIVE			
TOTAL	45	10	61

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ACTION ARA-14

INFO OCT-01 ISO-00 SS-15 ONY-00 /030 W
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FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 6823

C O N F I D E N T I A L SECTION 2 OF 6 PANAMA 3009

TREATY IMPLEMENTATION UNIT OF 4 OFFICERS, 1 SECRETARY
AND 1 FSL COULD BE ORGANIZED SEPARATELY, OR
CONSOLIDATED WITH POL PROPER.
INCLUDES ONE JOT ON CENTRAL COMPLEMENT.
PLUS FIVE SEABEES IN REGIONAL TECHNICAL SECURITY
CENTER. DOES NOT INCLUDE REGIONAL MARINE OFFICE
(CO. D, MSGBN.)

4. FORM ZBB-3

1. DECISION UNIT: PANAMA

2. PACKAGE I OF IV

3. ACTIVITY DESCRIPTION:

THIS PACKAGE, REPRESENTING 90 PERCENT OF CURRENT
LEVEL, IS COMPLETED SOLELY TO COMPLY WITH GORM/ZBB
DIRECTIVES. REDUCTION TO THIS LEVEL WOULD JEOPARDIZE
THE EMBASSY'S CAPABILITY TO EXECUTE MINIMUM
ESSENTIAL REQUIREMENTS. THE EMBASSY'S CONTINUED
CONDUCT OF RESPONSIBILITIES RELATING SOLELY TO PANAMA
(AND TO SUPPORT OF REGIONAL OFFICES LOCATED HERE)
WOULD BE REDUCED WOULD BE REDUCED TO MARGINAL ACCEPT-
ABILITY, AND (EXCEPT IN THE CONSULAR AREA) THE
EMBASSY WOULD BE INCAPABLE OF EXECUTING NEW RESPON-
SIBILITIES ARISING FROM THE NEW CANAL TREATIES.

THIS PACKAGE ENVISIONS A POLITICAL/LABOR SECTION
OF FIVE OFFICERS AND TWO SECRETARIES. THIS WOULD
SUFFICE FOR POLITICAL REPORTING, REPRESENTATIONAL
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AND ANALYTICAL ACTIVITIES REGARDING PANAMA, BUT
WOULD COMPLETELY STRIP THE AMBASSADOR OF STAFF
CAPABILITY FOR OVERSIGHT AND COORDINATION OF U.S.G.
ACTIVITIES IN IMPLEMENTATION OF THE NEW TREATIES.

ECONOMIC/COMMERCIAL STAFFING WOULD BE marginally ADEQUATE FOR ROUTINE REQUIRED WORK ONLY. AS AT PRESENT, THE EMBASSY WOULD CONTINUE TO RELY ON AN FSR ECONOMIST ON LOAN FROM USAID/PANAMA FOR DETAILED ANALYSIS OF THE GOP BUDGET, STATISTICS ON NATIONAL ACCOUNTS AND SIMILAR ANALYSES OF COMMON INTEREST TO STATE, AID AND OTHER WASHINGTON CONSUMERS. THIS MINIMAL E/C STAFFING WOULD PROVIDE NO OFFICER TIME WHICH COULD BE COMMITTED TOWARD SUPPORT OF IMPLEMENTATION OF THE NEW TREATIES.

CONSULAR STAFFING IS MAINTAINED AT CURRENT LEVEL IN THIS AND ALL OTHER PACKAGES. THIS IS THE AREA IN WHICH DEMANDS UPON THE EMBASSY DUE TO THE NEW TREATIES ARE MOST READILY QUANTIFIABLE, AS REFLECTED IN THE POST'S CONSULAR PACKAGE. EXECUTION OF THESE RESPONSIBILITIES WILL BE MANDATORY, AND IT APPEARS PROBABLE THAT THE POST'S WORKLOAD PROJECTIONS WILL PROVE CONSERVATIVE. ATTENTION IS ALSO DRAWN TO THE CONSULAR PACKAGE OBSERVATION THAT IF CURRENT TREATY RATIFICATION TIME TABLES HOLD UP, THE BULK OF THESE REQUIREMENTS WILL EVENTUATE IN FY-79 REPEAT FY-79, RATHER THAN IN FY-80 ON WHICH THE "CURRENT LEVEL" IS BASED.

THE LEVEL OF "OTHER" REGIONAL PERSONNEL IS NOT WITHIN POST CONTROL. IF REGIONAL (PARTICULARLY SECURITY) PERSONNEL WERE WITHDRAWN WITHOUT SLOT

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REDUCTIONS, THESE SLOTS COULD NATURALLY BE UTILIZED TO GREAT ADVANTAGE IN MEETING POST REQUIREMENTS. HOWEVER, PANAMA IS A LOGICAL PLACE TO LOCATE SUCH PERSONNEL (MARINE SECURITY GUARD COMPANY, AID, FHWA AND GAO ALSO HAVE REGIONAL OFFICES HERE; OTHER AGENCIES, E.G., CUSTOMS, ARE CONSIDERING ESTABLISHMENT OF MORE). JUSTIFICATION FOR SUCH ASSIGNMENTS IS THEREFORE PRESUMED, FROM THE DEPARTMENT'S OVERALL STANDPOINT, BY THE REGIONAL RESPONSIBILITIES WHICH THEY EXECUTE.

THIS PACKAGE THEREFORE ENVISIONS A SUBSTANTIAL CUT IN PERSONNEL RESOURCES ALLOCATED TO ADMINISTRATION. THIS IS QUITE LIKELY TO BE INSUPPORTABLE. CONVERSION OF COMMUNICATIONS TO TERP WILL NOT OFFSET CONTINUED GROWTH IN TELEGRAPHIC AND POUCH TRAFFIC, DUE FIRST TO REGIONAL OPERATIONS AND SECOND TO PROSPECTIVE INCREASES IN TRAFFIC AND IN REQUIREMENTS OF FEDERAL AGENCIES NOW RELYING ON CANAL ZONE-BASED COMMUNICATIONS AS A RESULT OF THE NEW TREATIES. PERSONNEL AND B&F

STAFFING ARE ALREADY MINIMAL, WITHOUT CONSIDERING
PRESPECTIVE WORKLOAD DUE TO ASSUMPTION OF RESPONSIBILITY
FOR SEVERAL FEDERAL AGENCIES NOW IN THE CANAL ZONE.
GENERAL SERVICES SUPPORT IS ALREADY MARGINAL;
STAFFING CUTS WOULD DOWNGRADE IT TO UNACCEPTABLE.

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ACTION ARA-14

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FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 6824

C O N F I D E N T I A L SECTION 3 OF 6 PANAMA 3009

4. RESOURCE REQUIREMENTS:

	FY-1978	FY-1979	THIS PACKAGE	
			ONLY	CUMULATIVE
U.S. OFFICERS	38	40	37	37
U.S. STAFF	9	9	8	8
FSL	49	52	54	54

5. IMPACT ON POLICY GOALS, OBJECTIVES AND
ESSENTIAL ACTIVITIES:

ADOPTION OF THIS PACKAGE WOULD JEOPARDIZE
EMBASSY CAPABILITIES FOR SUPPORT OF OBJECTIVE I;
POST STAFFING UNDER THIS PACKAGE (EXCEPT IN THE
CONSULAR AREA) SIMPLY DOES NOT ACCEPT, OR ALLOW US
TO RECOGNIZE, THAT ANY CHANGES WILL HAVE TAKEN PLACE
WHEN THE NEW TREATIES TAKE EFFECT. THIS IS
JUST NOT REALISTIC.

STRUCTURE AND STAFFING SUPPORT FOR MOST REMAINING
PURELY POST OBJECTIVES WOULD BE marginally ADEQUATE.
CONTINUED WEAKNESS IN E/C STAFFING WOULD CONTINUE
TO LEAVE ADEQUATE ECONOMIC ANALYSIS DEPENDENT UPON
CONTINUED WILLINGNESS OF USAID/PANAMA TO MAKE ITS
ECONOMIST AVAILABLE; ASSIGNED STATE STAFF WOULD BE
FULLY OCCUPIED IN REQUIRED ROUTINE TASKS.

DEGRADATION IN ADMINISTRATIVE SUPPORT CAPABIL-

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ITIES WOULD NOT ONLY HAVE AN ACROSS-THE-BOARD ADVERSE IMPACT ON STAFF EFFICIENCY IN CONDUCT OF POST OPERATIONS, BUT WOULD SIMILARLY DEGRADE THE LEVEL OF SUPPORT POSSIBLE FOR OTHER USG AGENCIES AND REGIONAL OPERATIONS BASED HERE. LOCATION OF SUCH REGIONAL PERSONNEL IN PANAMA TO UTILIZE ITS CENTRAL LOCATION AND INTERNATIONAL TRAVEL SITUATION IS JUSTIFIED BY THE DEPARTMENT AND OTHER INTERESTED AGENCIES ON A REGION-WIDE BASIS. TO THE EXTENT THAT THIS PRACTICE CONTINUES AND GROWS, THE DEPARTMENT MUST ACCEPT AS A CONSEQUENCE THAT THE DEGRADATION IN POST ADMINISTRATIVE SUPPORT CAPABILITIES WHICH ADOPTION OF THIS PACKAGE WOULD NECESSITATE CANNOT BE ACCEPTED.

5. FORM ZBB-3
1. DECISION UNIT: PANAMA
2. PACKAGE II OF IV
3. ACTIVITY DESCRIPTION:

AS IS THE CASE FOR PACKAGE I, REDUCTION TO THE LEVEL OF THIS PACKAGE, REPRESENTING 95 PERCENT OF CURRENT LEVEL, WOULD ALSO JEOPARDIZE POST CAPABILITY TO EXECUTE MINIMUM ESSENTIAL ACTIVITIES.

THIS PACKAGE ENVISIONS RESTORATION OF ONE U.S. OFFICER, ONE U.S. SECRETARY AND THREE RESIDENT STAFF POSITIONS IN THE ADMINISTRATIVE AREA. THIS WOULD REDUCE DEGRADATION OF THE ADMINISTRATIVE COUNSELOR'S ABILITY TO EXERCISE EFFECTIVE OVERSIGHT AND CONTROL OF HIS OPERATION, AND INTERFACE WITH OTHER EMBASSY OPERATIONS INVOLVING CLASSIFIED MATERIAL, THROUGH RESTORATION OF HIS U.S. SECRETARY. RESTORATION OF ONE C&R POSITION WOULD REDUCE, BUT NOT ELIMINATE, CONFIDENTIAL

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THE DEGREE TO WHICH CURRENT COMMUNICATIONS CAPABILITIES ARE INADEQUATE FOR CURRENT WORKLOAD, PARTICULARLY IN SUPPORT OF REGIONAL OPERATIONS; SUBSTANTIAL EXPENDITURES FOR OVERTIME IN C&R WOULD BE AN INEVITABLE CONSEQUENCE. RESTORATION OF RESIDENT STAFF POSITIONS WOULD RENDER THE SECTION LESS HOPELESSLY INCAPABLE OF PROVIDING THE SUPPORT REQUIRED BY STATE PROGRAM OPERATIONS, REGIONAL OFFICES, OTHER AGENCIES AND THE NEW DEMANDS AND AGENCIES WHICH WILL FOLLOW UPON CANAL TREATY IMPLEMENTATION--BUT IT

WOULD STILL BE INADEQUATE FOR THE JOB REQUIRED.

4. RESOURCE REQUIREMENTS:

	FY-1978	FY-1979	THIS PACKAGE	
		ONLY	CUMULATIVE	
U.S. OFFICERS	38	40	1	38
U.S. STAFF	9	9	1	9
FSL	49	52	3	57

5. IMPACT ON POLICY GOALS, OBJECTIVES AND
ESSENTIAL ACTIVITIES:

SIMILAR TO PACKAGE I, EXCEPT THAT THE EXTENT
OF DEGRADATION OF ADMINISTRATIVE SUPPORT CAPABILITY
WOULD BE SOMEWHAT LESSENED. THIS PACKAGE WOULD
ALSO JEOPARDIZE POST CAPABILITY TO SUPPORT OBJECTIVE
I, WOULD LEAVE CAPABILITIES TO SUPPORT OTHER POST
PROGRAM OBJECTIVES AT A MARGINAL LEVEL, AND WOULD
ENTAIL A GENERAL DEGRADATION OF ADMINISTRATIVE
SUPPORT CAPABILITIES WHICH WOULD ADVERSELY AFFECT
PROGRAM STAFF IN SUPPORT OF ALL COUNTRY OBJECTIVES,
AS WELL AS REGIONAL OPERATIONS AND SUPPORT OF OTHER
AGENCIES IN THE CANAL ZONE ENTAILED BY THE NEW
TREATIES.

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R 031415Z MAY 78
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 6825

C O N F I D E N T I A L SECTION 4 OF 6 PANAMA 3009

6. FORM ZBB-3
1. DECISION UNIT: PANAMA
 2. PACKAGE III OF IV
 3. ACTIVITY DESCRIPTION:

THIS PACKAGE REPRESENTS 100 PERCENT OF APPROVED
CURRENT LEVEL. IT WOULD SUPPORT CONTINUATION OF
POST OPERATIONS--ALBEIT WITH CONTINUED SHORTFALLS
IN QUALITY OF ADMINISTRATIVE SUPPORT--BUT (EXCEPT

INTHE CONSULAR AREA) MAKES NO ALLOWANCE FOR GROWTH
IN THE POST'S RESPONSIBILITIES, AND CONSEQUENT
STAFFING REQUIREMENTS, DUE TO THE NEW TREATIES.
THE POST, THE FOREIGN SERVICE INSPECTION CORPS
AND THE DEPARTMENT ALL AGREE THAT IN FACT THE IMPACT
OF THE TREATIES ON THE POST WILL BE PROFOUND.
ACCORDINGLY, THIS PACKAGE ALSO HAS ITS ASPECT OF
UNRELIITY--THE APPROVED CURRENT LEVEL FAILS TO ACCEPT
THAT THE IMMEDIATE FUTURE INCLUDES A NEW CANAL TREATY.

STAFFING IN THE POLITICAL SECTION WOULD BE
RESTORED TO ITS CURRENT LEVEL, PERMITTING ONE OFFICER
TO DEVOTE MUCH (BUT NOT ALL) OF HIS TIME TO PROBLEMS
ATTENDANT UPON TREATY IMPLEMENTATION, WITH PARTICULAR
REFERENCE TO USG LABOR AND EMPLOYMENT MATTERS IN WHAT
IS NOW THE CANAL ZONE.THIS CURRENT CONFIGURATION
HAS BEEN INADEQUATE FOR A YEAR OR MORE, DUE TO
PLANNING REQUIREMENTS, EVEN PRIOR TO THE TREATIES'
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ENTRY INTO FORCE.

REMAINING STAFF INCREMENTS WOULD BE COMMITTED
IN THE ADMINISTRATIVE AREA. THIS WOULD PERMIT
MARGINALLY ADEQUATE EXECUTION OF CURRENT RESPONSIBILITIES,
BUT MAKES NO ALLOWANCE FOR UPGRADING NECESSARY
TO SUPPORT A SUBSTANTIALLY AUGMENTED CONSULAR SECTION,
FOR CONTINUED GROWTH IN STATE AND OTHER AGENCY REGIONAL
OPERATIONS BASED HERE, OR FOR SUPPORT OF THOSE AGENCIES
NOW LOCATED IN THE CANAL ZONE.

4. RESOURCE REQUIREMENTS:

	FY-1978	FY-1979	THIS PACKAGE	
		ONLY		CUMULATIVE
U.S. OFFICERS	38	40	3	41
U.S. STAFF	9	9	-	9
FSL	49	52	3	60

5. IMPACT ON POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES:

THROUGH FAILING TO ALLOCATE ADDITIONAL STAFF
BEYOND CURRENT LEVEL, AS REQUESTED BY POST AND ENDORSED
BY THE INSPECTION CORPS, THIS PACKAGE ALSO LEAVES
THE POST SERIOUSLY DEFICIENT IN CAPABILITY TO SUPPORT
OBJECTIVE I. STAFF RESOURCES DEDICATED TO OTHER
APPROVED OBJECTIVES ARE ALREADY SUFFICIENTLY STRETCHED
THAT AN ATTEMPT AT REALLOCATION TO PROVIDE GREATER
SUPPORT FOR OBJECTIVE I WOULD SERIOUSLY AND UNACCEPTABLY
DEGRADE CAPABILITY TO SUPPORT OTHER OBJECTIVES.

CAPABILITY OF AT LEAST marginally ADEQUATE
SUPPORT FOR OTHER APPROVED GOALS AND OBJECTIVES WOULD
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BE RETAINED IN THIS PACKAGE, ALTHOUGH DEGRADATION
IN QUALITY OF ADMINISTRATIVE SUPPORT IS HIGHLY
PROBABLE WITHOUT FURTHER STAFF AUGMENTATION DUE TO
ADDITIONAL REQUIREMENTS PREVIOUSLY NOTED.

CONSULAR STAFFING MAY BE ADEQUATE FOR SUPPORT
OF OBJECTIVE VI SO LONG AS WORKLOAD EXPANSION DUE TO
IMPLEMENTATION OF THE NEW TREATIES REMAINS AT THE
CONSERVATIVE LEVEL ESTIMATED IN THE CONSULAR PACKAGE.
POST RESOURCES WILL REMAIN INADEQUATE TO SUPPORT
THAT ASPECT OF THIS OBJECTIVE RELATING TO A CONSULAR
CONVENTION WITH PANAMA--WHICH WOULD BE HIGHLY
DESIRABLE UNDER THE NEW TREATIES--WITHOUT ADDITION
OF AN AMERICAN LEGAL OFFICER, ADEQUATELY SUPPORTED
BY LOCAL LEGAL CAPABILITY, TO THE POST STAFF AS
PREVIOUSLY RECOMMENDED BY THE POST.

7. FORM ZBB-3
1. DECISION UNIT: PANAMA
 2. PACKAGE IV OF IV
 3. ACTIVITY DESCRIPTION:

THIS PACKAGE PROVIDES THE MINIMUM STAFF AUGMENT-
ATION ABSOLUTELY NECESSARY TO SUPPORT APPROVED OBJECTIVES,
INCLUDING IN PARTICULAR REQUISITE STAFF TO SUPPORT
THE AMBASSADOR IN IMPLEMENTATION OF THE NEW TREATIES
(OBJECTIVE I). POST RECOMMENDATIONS FOR PORTIONS
OF THIS AUGMENTATION HAVE BEEN SUBMITTED TO THE
DEPARTMENT. MINIMUM REQUIRED AUGMENTATION FOR ADMIN-
ISTRATIVE SUPPORT HAS NOT YET BEEN QUANTIFIED BY
THE POST; THIS SUBJECT IS UNDER STUDY AND RECOMMENDA-
TIONS WILL BE SUBMITTED SHORTLY.

SOME OF THE NEW REQUIREMENTS ARISING FROM THE
TREATIES WHICH THIS PACKAGE SEEKS TO ADDRESS, IN
SUMMARY FORM, INCLUDE:
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--CONVERSION OF THE CANAL COMPANY/GOVERNMENT
FROM WHOLLY-AUTONOMOUS OPERATION UNDER U.S. JURIS-

DICTION TO OPERATION AS THE PANAMA CANAL COMMISSION, A
USG AGENCY WITH SUBSTANTIAL PANAMANIAN PARTICIPATION
OPERATING UNDER PANAMANIAN JURISDICTION;

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ACTION ARA-14

INFO OCT-01 ISO-00 SS-15 ONY-00 /030 W
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R 031415Z MAY 78
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 6826

C O N F I D E N T I A L SECTION 5 OF 6 PANAMA 3009

--CONSULAR AND COMMERCIAL PROBLEMS ATTENDANT
UPON INJECTION OF SEVERAL THOUSAND U.S. CITIZENS AND
A NUMBER OF BUSINESSES INTO PANAMA, AND CESSATION
OF U.S. JURISDICTIONAL SERVICES UPON ABOLITION OF THE
CANAL ZONE;

--SUPPORT FOR USG OPERATIONS IN PANAMA EMPLOYING
OVER TEN THOUSAND PANAMANIAN, WITH ATTENDANT
LABOR AND EMPLOYMENT PROBLEMS;

--POST SUPPORT FOR SEVERAL USG AGENCIES WHOSE
OPERATIONS ARE NOW LOCATED IN THE CANAL ZONE OUTSIDE
PANAMA'S JURISDICTION; AND FINALLY

--CONVERSION OF PANAMA FROM A COUNTRY WITH NO
SIGNIFICANT U.S. MILITARY PRESENCE INTO ONE WITH A
U.S. UNIFIED COMMAND, AND OPERATIONAL MILITARY FORCE
LARGER THAN THAT IN SOME NATO OR ASIAN ALLIES, AND
A CORRESPONDINGLY LARGE BASE PRESENCE, NECESSITATING
ALL THE ASSISTANCE WHICH SUCH A U.S. MILITARY
FORCE NORMALLY EXPECTS OF THE EMBASSY TO THE COUNTRY
IN WHICH IT IS LOCATED.

OUR CONSULAR REQUIREMENTS HAVE BEEN QUANTIFIED
AT A CONSERVATIVE LEVEL IN THE CONSULAR PACKAGE.
REQUIREMENTS FOR ADMINISTRATIVE SUPPORT FOR ADDITIONAL
STAFF, INCREASING REGIONAL DEMANDS AND ADDITIONAL
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FEDERAL AGENCIES AND ACTIVITIES ARE SUSCEPTIBLE TO TENTATIVE DEFINITION IN THE NEAR FUTURE. DEMANDS IN THE ECONOMIC/COMMERCIAL AREA ARE INCREMENTS OF PRESENT WORKLOAD, RATHER THAN DIFFERENCES IN KIND. REQUIREMENTS FOR IMPLEMENTING A STATUS OF FORCES AGREEMENT AND ASSISTING A U.S. MILITARY FORCE ARE KNOWABLE--DEMANDS ON THIS POST WILL BE ROUGHLY ANALAGOUS TO THOSE ON ANY OF THE MANY OTHER EMBASSIES ALREADY IN COMPARABLE SITUATIONS. THE REQUIREMENTS FOR DIPLOMATIC SUPPORT AND ACTION, ADVICE, ASSISTANCE AND OVERSIGHT RESPECTING THE CANAL COMMISSION ARE PROBABLY UNIQUE. IN COMPLEXITY AND IMPORTANCE (IF NOT NECESSARILY IN SCOPE OF INITIAL STAFFING AUGMENTATION REQUIREMENT), THE LATTER WILL BE THE MOST SIGNIFICANT SINGLE NEW DEMAND ON THE POST.

CONSULAR STAFFING IN THIS PACKAGE IS MAINTAINED AT CURRENT LEVEL, WHICH AS REFLECTED IN THE CONSULAR PACKAGE INCLUDES CONSERVATIVE ESTIMATES OF INCREASED WORKLOAD DUE TO THE NEW TREATIES. THE POST REITERATES THAT THE BULK OF THIS REQUIREMENT CAN BE EXPECTED DURING FY-79, NOT FY-80.

AUGMENTATION OF AMERICAN ADMINISTRATIVE STAFF IN OVERALL MANAGEMENT, B&F, GENERAL SERVICES AND COMMUNICATIONS, OF LOCAL STAFF IN B&F, GENERAL SERVICES, COMMUNICATIONS AND PERSONNEL, AND POSSIBLY OF EITHER OR BOTH AMERICAN AND LOCAL STAFF IN SECURITY, IS LIKELY TO BE NECESSARY TO PROVIDE ACCEPTABLE ADMINISTRATIVE SERVICES TO SUPPORT CONSIDERABLY AUGMENTED POST PROGRAM RESPONSIBILITIES, CONTINUED GROWTH IN REGIONAL OFFICES OF USG AGENCIES LOCATED IN PANAMA, AND THE INCREASED NUMBER OF USG AGENCIES WHICH

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WILL BECOME SHARED SUPPORT CUSTOMERS. NEW OFFICES FOR THE MISSION ARE ESSENTIAL VERY EARLY IN THE NEW TREATY TERM, AND PERSONNEL WILL BE NEEDED TO PLAN AND IMPLEMENT A PROGRAM FOR THIS PURPOSE.

THIS PACKAGE WOULD ADD THREE ADDITIONAL SUBSTANTIVE SPECIALIST OFFICERS DIRECTLY IN CONNECTION WITH SUPPORT FOR OBJECTIVE I. THESE WOULD BE A POLITICO-MILITARY AFFAIRS SPECIALIST; AN ATTORNEY; AND AN FS LABOR ATTACHE WITH EXPERIENCE IN COUNTRIES WITH A SIZEABLE U.S. BASE PRESENCE AND CONSEQUENT LOCAL LABOR AFFAIRS

PROBLEMS. THESE SPECIALISTS WOULD BE SUPERVISED BY A SUITABLE FSO GENERALIST, WHO WOULD ALSO BE THE OFFICER PRIMARY RESPONSIBLE FOR MATTERS RELATING SPECIFICALLY TO THE CANAL ZOMMISSION. THE LATTER POSITION CAN BE OBTAINED BY REALLOCATION WITHIN EXISTING STAFF AUTHORIZATION, I.E., UPGRADING OF THE POLITCAL POSITION WHOSE INCUMBENT IS NOW THE SOLE EMBASSY OFFICER COMMITTED VIRTUALLY FULL-TIME TO TREATY IMPLE-
MENTATION PLANNING. (THE REMAINING FIVE OFFICERS AND TWO SECRETARIES OF THE POLITICAL SECTION AS NOW AUTHORIZED WOULD BE UNCHANGED.) THESE FOUR POSITIONS SHOULD BE SUPPORTED BY A RESIDENT STAFF INTERPRETER/TRANSLATOR/ STAFF AIDE, AND BY ONE U.S. SECRETARY, REQUIRING AUTHORI-
ZATION OF ONE NEW FSL AND ONE NEW AMERICAN STAFF POSITION, RESPECTIVELY.

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ACTION ARA-14

INFO OCT-01 ISO-00 SS-15 ONY-00 /030 W
-----009278 031734Z /41

R 031415Z MAY 78
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 6827

C O N F I D E N T I A L SECTION 6 OF 6 PANAMA 3009

THIS PACKAGE WOULD ALSO REQUIRE RE-ESTABLISHMENT OF THE POSITION OF ECONOMIC COUNSELOR WITHOUT REDUCTION OR CONVERSION OF OTHER AUTHORIZED E/C POSITIONS (THIS POSITION WAS DISESTABLISHED TWO YEARS AGO WHEN THE AID MISSION DIRECTOR WAS DOUBLE HATTED AS ECONOMIC COUNSELOR; DUE TO PERSONNEL REASSIGNMENTS THIS ARRANGEMENT IS NO LONGER FEASIBLE AND ADEQUATE MANAGEMENT OF E/C AFFAIRS REQUIRES SENIOR SUPERVISION IN THIS AREA). IN ACCORDANCE WITH RECENT RECOMMENDATIONS OF THE INSPECTION CORPS, THE EXISTING E/C POSITION FOR A ROTATION-
AL JUNIOR OFFICER IN TRAINING (NOW VACANT) WILL BE CONVERTED INTO A FULL-TIME JUNIOR E/C POSITION.

4. RESOURCE REQUIREMENT:

	FY-1978	FY-1979	THIS PACKAGE	
		ONLY	CUMULATIVE	
U.S. OFFICERS	38	40	4	45

STAFF	9	9	1	10
FSL	49	52	1	61

5. IMPACT ON POLICY GOALS, OBJECTIVES AND
ESSENTIAL ACTIVITIES:

THIS PACKAGE WOULD IN THE POST' JUDGEMENT
PROVIDE SUFFICIENT STAFF TO SUPPORT APPROVED GOALS AND
OBJECTIVES, INsofar AS REQUIREMENTS CAN CURRENTLY
BE PROJECTED, SUBJECT TO LATER INCREASE IN
AUTHORIZATIONS FOR ADMINISTRATIVE SUPPORT STAFFING
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UPON POST SUBMISSION OF QUANTIFIED ESTIMATES OF
REQUIREMENTS. IT SHOULD BE NOTED THAT ANY CONSIDERABLE
FRICTION WITH PANAMA IN IMPLEMENTATION OF
THE NEW TREATIES (OBJECTIVE I) WOULD ALMOST
CERTAINLY REQUIRE PROMPT COMMITMENT OF ADDITIONAL
STAFF TO SUPPORT REQUIREMENTS FOR EMBASSY ACTION TO
DEAL WITH SUCH FRICTION; CONVERSELY, STAFFING IN
THIS AREA MAY BE SUSCEPTIBLE TO REDUCTION AS THE NEW
SITUATION STABILIZES. OTHER OBJECTIES COULD ALSO
BE ADEQUATELY SUPPORTED. THE POST MUST STRESS THAT
ANYTHING LESS THAN THE MINIMAL INCREASES ENVISIONED
IN THIS PACKAGE WILL SERIOUSLY DEGRADE THE POST'S
CAPABILITIES TO SUPPORT THE AMBASSADOR'S APPROVED
GOALS AND OBJECTIVES FOR PANAMA.

8. NARRATIVE STATEMENT ON NONPERSONNEL RESOURCES:
OPERATING EXPENSES OTHER THAN PERSONNEL COMPENSATION:
PACKAGE IV DISCUSSES THE MINIMUM STAFF AUGMENTATION
NECESSARY TO SUPPORT THE IMPLEMENTATION OF THE
NEW PANAMA CANAL TREATIES. IN VIEW OF THIS AUGMENTATION
IT WOULD BE IMPOSSIBLE TO ACHIEVE ECONOMIES
IN OPERATION WITHOUT AN ADVERSE IMPACT ON THE MISSION'S
POLICY GOALS AND OBJECTIVES.

AN AUGMENTATION IN SUBSTANTIVE STAFF CHARGED
WITH IMPLEMENTATION OF THE TREATIES WILL INCREASE
OPERATING EXPENSES FOR LIVING QUARTERS ALLOWANCES,
TELEPHONE SERVICE, OFFICE FURNITURE AND EQUIPMENT
AND GENERAL ADMINISTRATIVE SUPPORT. IN ORDER TO
PROVIDE OFFICE SPACE FOR ADDITIONAL STAFF IN THE
CHANCERY CERTAIN FUNCTIONS WILL HAVE TO BE MOVED
TO LEASED SPACE WITH A CONSEQUENT INCREASE IN RENTAL
COSTS. REPRESENTATION FUNDING WILL NEED TO BE
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INCREASED TO PROVIDE THE OFFICERS INVOLVED IN TREATY
IMPLEMENTATION WITH THE MEANS TO PERFORM THEIR
IMPORTANT FUNCTION.

ANY INCREASE IN STAFF DIRECTLY AFFECTS
THE ADMINISTRATIVE SUPPORT FUNCTIONS PROVIDED BY
PERSONNEL, BUDGET AND FISCAL AND GENERAL SERVICES.
SUPPORT FUNCTIONS ARE MINIMAL AT PRESENT AND TO
PROVIDE NECESSARY SERVICES ADDITIONAL LOCAL
PERSONNEL WILL BE NEEDED IN ALL THREE SECTIONS,

FUNDING BELOW THE 1978 LEVEL OR AT CURRENT
OPERATING LEVELS WOULD NOT ENABLE THE MISSION TO
CARRY OUT ITS GOALS AND OBJECTIVES. INCREASED FUNDING
WILL BE ABSOLUTELY NECESSARY TO IMPLEMENT PACKAGE IV.

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